METROPOLITAN
TORONTO
LIBRARY
Municipal Reference

H(1)

METROPOLITAN TORONTO

Report on the Proposal for The St. Lawrence Neighbourhood Community Centre

Submitted by: The St. Lawrence Community Centre Committee

September 1984

(september:126)

Table of Contents

1. Introduction

    1.1 Background

    1.2 The Implementation Task Force Report

        1.2.1 Conclusions of the Task Force

    1.3 Formation of the Committee

2. The Work Plan

    2.1 The Sub-Committee

    2.2 Participation

3. The Sub-Committees

    3.1 The Site Sub-Committee

    3.2 The School Liaison Sub-Committee

    3.3 The Building Sub-Committee

    3.4 The Programme Sub-Committee

    3.5 The Management Sub-Committee

4. Conclusions

Appendix A - Recommendations of the Implementation Task Force Report

Appendix B - Committee members and meeting dates

Appendix C - Work Plan Report

Appendix D - Schedule of Spaces

Appendix E - Program/Space Design Evaluation form

1. Introduction

1.1 Background

The St. Lawrence Community Centre Committee was established by City Council on February 20, 1984 as a result of a report by the Implementation Task Force on Neighbourhood Social and Recreation Services through the Neighbourhoods Committee of Council. According to the recommendations of the Task Force Report, the Community Centre Committee reporting directly to the Neighbourhoods Committee of Council, was to make to its final report with respect to the activities, structure and cost of the proposed St. Lawrence Community Centre no later than six months after its formation. The Community Centre Committee for the purposes of this report, was deemed to have been formed on April 2, 1984. It is the hope and wishes of this Committee and all those who participated either by sitting in on the Committee meetings, being a member of the five sub-committees, attending the public meetings, helping to distribute the fylers, petition or other information, or, helping by simply offering their support in whatever other way, that Council will, on October 1, 1984, approve the recommendations contained in this report.

1.2 The Implementation Task Force Report

The Implementation Task Force Report was written by its members of a sub-committee formed for this purpose which included; four community representatives, a representative from each of the Departments of Parks and Recreation, Planning and Development and Housing. The report was put together by staff of the Implementation Task Force in response to a request by the St. Lawrence Neighbourhood Association to the Neighbourhoods Committee for the erection of a new community facility.

The report of the Implementation Task Force was following the second step in a three stage process established by the predessor of this Task Force the Community Task Force on Neighbourhood Social and Recreational Services (see Council Minutes, July 8 and 9, 1982). The second phase is the identification of needs resources in the community. In that report, the Implementation Task Force concluded:

1.2.1 Conclusions of the Task Force

a) There are physical and psychological barriers which inhibit residents from using existing recreational resources in surrounding areas.

b) Commitments have been made indirectly by the City during the planning and development of St. Lawrence to provide some community facilities.

c) The need for community facilities has been demonstrated by two recent neighbourhood surveys, an analysis of demographic trends, and the success of the current programmes operated by the Department of Parks and Recreation in the Toronto School Board portables.

d) There has been a continuous increase in population owing to the production of new units. It is anticipated that this will continue because of the birth rate and the production of some additional new units.

e) The original intent to tie the community centre with the school down-played the importance of the centre as in the 1982 version of the proposed school.

These findings of the Implementation Task Force were adopted by City Council thus concluding the Needs and Resources phase. In the recommendations of the Task Force, the next phase, which examines the method and cost of servicing the community needs, was entrusted to the Community Centre Committee. The recommendations of the Implementation Task Force report are reproduced in Appendix A.

1.3 Formation of the Committee

The initial meeting of the St. Lawrence Community Centre Committee (the Committee) was March 13, 1984. The Parks and Recreation Department, the Planning and Development Department, the Housing Department, the Association of Community Centres, the Toronto Area Neighbourhood Services were asked to send representatives. The community representatives from the Implementation Task Force Sub-Committee were invited to the intial meeting. The community representatives indicated that the St. Lawrence Neighbourhood Association would be selecting the permanent four representatives at the end of the month. As a result, the next meeting of the Committee was set for April 2, 1984.

At the April 2 meeting of the Committee, Gary Levine, community representative was selected chairperson. The Committee met regularly twice a month on alternate Mondays. The schedule was altered somewhat in August and September. A list of all the meetings dates of the

Committee and the members and participants is included in Appendix B.

2. The Work Plan

At its meeting of April 2, 1984, the Committee adopted two strategies in relation to its mandate. First, it established sub-committees to investigate the details of each integral part related to the development of a community centre. Second, the Committee made commitments to regular public participation and input events.

2.1 The Sub-Committees

The Sub-Committees were designed to help break the responsibility of the workload related to the final report among all the Committee members and to achieve greater grass roots public input by encouraging neighbourhood residents to join a Sub-Committee. Two to three members of the Committee were allocated to each Sub-Committee with the exclusion of the Chairperson who acted as ex-officio on all the Sub-Committees. The five Sub-Committees were:

Site Sub-Committee

School Liaison Sub-Committee

Building Sub-Committee

Program Sub-Committee

Management Sub-Committee

The purpose of each Sub-Committee is described in the Work Plan Report to the Neighbourhoods Committee dated May 10, 1984 and contained in Appendix C of this report.

2.2 Participation

The initial contact with the community was a public meeting held on April 11, 1984 in the David B. Archer Housing Co-operative meeting room. At this meeting, the Committee explained its purpose, its goal and the concept of Sub-Committees which residents were encouraged to join. Notification of the meeting was by flyer distributed door to door by the members of the community. A second major public meeting is scheduled for September 18, 1984.

In addition to the April 17th public meeting, two members of the Committee attended the meetings of the Housing Co-

operatives, the Tenant Associations and the Resident Association to explain the purpose of the Committee, and how interested residents might help by joining Sub-Committees. Interested persons were asked to give their name and address.

In June, a flyer was distributed again door to door by members of the community. This flyer explained the work plan of the Committee and asked people who were interested in getting involved in some aspect of the process to submit their name, address and phone number.

At the end of July and again on August 13, the Committee held meetings to discuss their work to date. The Committee specifically invited all those who participated on the various Sub-Committees as well as any who submitted their names during the publicity drive in May and June. These meetings were designed to get some feedback on the work of the Committee and to offer residents an opportunity to comment, question or complain.

3. The Sub-Committees

3.1 The Site Sub-Committee

The task of the Site Sub-Committee was to choose the best site of a possible four originally until the Biltrite site was included as a fifth. The five sites were: (See Map 1)

a. The Parking Lot - The Toronto Parking Authority lot bounded by Jarvis, Front, The Esplanade and George Street.

b. The Hydro Site - The Ontario Hydro Transformer Station on the west side of Sherbourne Street south of The Esplanade.

c. Parcel B-8 - The development parcel left in Phase B of St. Lawrence on the south side of Scadding Avenue between Princess Street and Aitken Place.

d. The Phase B School Site - The parcel of land allocated for school purposes between Berkeley Street and Parliament Street at the end of Crombie Park.

e. The Biltrite Site - a rubber producing factory on the north-east corner of Princess and The Esplanade available upon relocation of the industry.

The Sub-Committee was also asked to examine the possibility of the re-use of existing buildings. The Sub-Committee found no buildings in the immediate area which were vacant and available for sale suitable for the purposes of conversion to a community centre. In addition, the Sub-Committee determined that, in general, the re-use of existing buildings for this purposes would be more expensive than new construction.

In selecting a single site, the Sub-Committee began eliminating sites based on the following citeria:

a. timing - is the site available immediately or is it encumbered;

b. adequate size - could the site accommodate both a school and community centre;

c. cost - cost of purchasing the land;

d. centrality - a preferred site would be central to the community;

e. access to play space - how close is a playfield/playground.

It should be noted that at this point in time the Sub-Committee was of the opinion that a joint School/Community Centre facility was the preferred alternative for two reasons. One, the school was aiming at a similar completion date; and, two, the economic benefits derived from a joint facility could not be overlooked.

Having said that, the Sub-Committee first eliminated Parcel B-8 because the site was too small in area, too costly to buy and the Housing Department had four responses to a proposal call issued against the property.

The second to be eliminated was the Hydro site. Staff of the Planning and Development Department met recently with Ontario Hydro staff and confirmed Hydro's willingness to update their facility in St. Lawrence thereby freeing-up a good portion of the northern half of their site. Unfortunately, the land would not be available until 1989. For timing reasons, the Sub-Committee excluded this site for a Community Centre but recommends that when the Hydro site becomes available that the land be leased for parks purposes in order that a playfield may be incorporated.

3.2 School Liaison Sub-Committee

Plans for St. Lawrence, Phase B, as adopted by City Council at its meeting of November 7, 1978, anticipate a second public school and neighbourhood recreation facility to be constructed jointly by the Toronto Board of Education and the City of Toronto Department of Parks and Recreation.

Planning for this combined facility began in earnest following City Council's agreeing in 1981 to lease a portion of the land reserved for an extension of Crombie Park to the Board of Education for installation of portable classrooms needed to accommodate children from Market Lane Public School.

A Reference Committee was struck at that time made of up Aldermen and Trustees of Wards 6 and 7, Susan Fish, MPP, David Crombie, MP, staff officials from the Toronto Board of Education, the Metro School Board, City Departments of Parks and Recreation, Housing and Planning and representatives of the St. Lawrence Neighbourhood Association and St. Lawrence Co-operative Day Care, Inc. At its first meeting, the Reference Group appointed a Task Force consisting of staff members of the City Departments of Parks and Recreation, Housing and Planning and the Toronto Board of Education and charged them with the responsibility of developing a program, plan and budget for a joint-use school/recreation facility.

The Task Force met on five occasions during the summer of 1981 before reporting back to the Reference Group which adopted the plans and proposals of the Task Force and forwarded them to City Council and to the Board of Education with recommendations for approval and funding as part of their respective 1982 Capital Programs.

At its meeting of October 22, 1982, City Council adopted the recommendations of the Reference Group in principle and forwarded the funding request to the Budget Review Committee as part of the 1982 Capital request for the Department of Parks and Recreation. Design funds in the amount of $104,000 were subsequently approved in the 1982 budget contingent on a corresponding approval by the Ministry of Education of the Capital Budget of the Toronto Board of Education.

Funding of the school portion of the building was approved by the Toronto and Metro School Boards, but was subsequently rejected by the Ministry of Education, thereby stopping the project from starting in 1982. The Ministry recognized the enrolment pressures on Market

The third site to be eliminated was the Jarvis/Front Parking Lot. This site was a favourite because of its size and centrality. However, the cost of the land always loomed high in the minds of the Sub-Committee. Before a price could be negotiated, the site was eliminated because the Toronto School Board did not prefer its location next Jarvis Street at The Esplanade, a very busy traffic arterial. The Sub-Committee was of the opinion that The Esplanade near Jarvis Street is too busy a street for children to cross each day. In addition, the playground and park space associated with the existing schools would be separated by The Esplanade.

In deciding between Biltrite and the Phase B School site, it was assumed that the Biltrite site would be available for community use without any cost associated with it. Given this assumption, the Sub-Committee preferred the Biltrite site mainly because it is more central to the community, but, in addition, if the Biltrite site were chosen the Phase B School site could possibly remain as playfield space. In terms of a disadvantage, the Biltrite site would only be able to provide minimal playfield spaces - children would then have to cross The Esplanade for additional park space.

The Phase B School site, like the Biltrite site can accommodate both a Community Centre and School plus playfield. It has always been allocated for a school in the St. Lawrence planning. Its major disadvantage is its location at the far easterly end of the community. Equally important, if the Community Centre were built on this site, the playfield as originally contempalted to be associated with a school on this site would be reduced in size.

The Sub-Committee maintains that the Biltrite site should be the preferred site because it is more central. However, in answering the concern of the Toronto School Board respecting availability, the following compromise is recommended:

That the Phase B School site be submitted as the site of the joint School/Community Centre proposal. However, should the Biltrite site become available, prior to the commencement of final working drawings, that every step possible be taken by the School Board and the Commissioner of Parks and Recreation to build the joint facility on the Biltrite site. This proposal has been approved as being possible by staff at the School Board since both sites are so similar in size.

Lane School and agreed to consider the school a priority issue, but was not satisfied that the enrolment projections were, at that time or within the foreseeable future, sufficient to warrant a new school facility.

The Reference Group and Task Force continued to meet during 1982 and 1983, but in September of each year, prior to the formulation of the upcoming capital budgets, the Reference Group concluded that demand was not yet sufficient to warrant a renewed application for funding of the school portion of the building.

It was not until mid-1984, when enrolment projections for 1984-85 and subsequent school years indicated a substantial increase in demand on Market Lane facilities, that discussions on a shared-use facility resumed. In the meantime, the Community Centre Committee had been established by Council and planning of the Community Centre had developed considerably beyond what had been anticipated in 1981.

Plans for St. Lawrence, Phase B, as adopted by City Council at its meeting of November 7, 1978, anticipated a second public school and neighbourhood recreation facility to be constructed jointly by the Toronto Board of Education and the City of Toronto Department of Parks and Recreation.

At the request of the Toronto School Board, discussions on a joint-use facility were resumed in June, 1984, and four meetings of the Task Force plus one meeting of the Reference Gcrup have been held since that time.

These meetings have served as a vehicle for co-ordination of the efforts and objectives of the St. Lawrence Community Centre and the Phase B School/Community Centre Task Force, including, in particular, the preparation of preliminary study plans for the joint-use facility by the Board of Education and the financial proforma by the Board of Education and the Department of Parks and Recreation.

A summary of the work of the Task Force was presented to the Reference Group at its meeting of September 12, 1984, at which time recommendations that the City of Toronto and the Board of Education authorize funds in 1985 capital budgets for their respective portions of the School/Community Centre were adopted.

3.3 Building Sub-Committee

Once the programme needs of the community were identified and a detailed schedule of spaces (see Appendix D) required to accommodate those needs was prepared, the design of a building to house the various spaces proceeded. The Toronto Board of Education's Architect met with the Building Sub-Committee to review the schedule of spaces and the design issues that needed to be addressed in combining the required spaces to produce a functional building.

Issues which the Architect considered in developing the preliminary design of the Community Centre are as follows:

(a) Accessibility for the physically handicapped.

(b) Combining a School and Comminuty Centre in one building where some of the space was entirely for school use, other space was only for community use and yet other space shared by both.

(c) Site restrictions.

(d) Relationship to grade and relationship among various spaces.

(e) Creating separate identities for the School and Community Centre.

(f) Creating flexible spaces which could serve multiple functions or be converted easily from one use to another.

(g) Identify overlapping and conflicting uses which would require less or more space respectively.

(h) Access to mechanical, electrical and other services by both Community Centre staff and Board of Education staff.

The Architect presented two preliminary designs which accommodated the School and Community Centre while addressing most of the aforementioned issues. Both plans require that the original southern extent of the building envelope be moved further south, necessitating some encroachment on the area designated as park. Furthermore, one of the building plans crosses a communications easement. The costs of building over or moving this easement are shown in the budget.

A detailed list of the spaces included in both of the plans is shown in Appendix D. The Community Centre portion of the building includes nine rooms and a day care centre for the exclusive use of the community and a swimming pool and gymnasium with change rooms, showers and washrooms to be shared between the School and Community Centre. The rest of the building includes sixteen classrooms, thirteen other rooms for support functions such as staff room, guidance centre and offices and areas for mechanical and electrical equipment, storage facilities and washrooms.

3.4 The Program Sub-Committee

The St. Lawrence Community Centre Committee, established by the Implementation Task Force Report, assigned its Program Sub-Committee to draw up specific community centre programs required by neighbourhood needs and preferences as outlined in the Implementation Task Force Report.

These needs and preferences, based on demographics, as well as surveys and current popular programs in the Community Centre portables, were further refined and defined by this Sub-Committee. Composed of neighbourhood residents, it held several meetings to determine program space requirements. Several members also toured some existing shared community/school centres and noted the pros and cons associated with their suitability for and accessibility to community oriented programs.

Spaces for the programs were then drawn up in chart form (see Appendix E) and submitted to the architect for the Toronto Board of Education for inclusion in provisional designs for a proposed community centre/school building.

In the end, through efficient programming of space, the community centre was able to design a less extravagant version than was first envisioned by the Sub-Committee through the review of the Needs and Resources Study of the Implementation Task Force. Accessibility remained a key issue in planning the program space because the St. Lawrence neighbourhood contains a high proportion of handicapped residents. This is probably so because of the number of units specifically designed for the handicapped.

The swimming pool was another issue the Sub-Committee had to grapple with. The early surveys indicated that an indoor pool was the highest priority item.

The John Innes pool was not being used by the St. Lawrence residents because of both a physical and perceived barrier. The walk from St. Lawrence to John Innes passes through an industrial area and crosses two busy arterial roads, Richmond and Adelaide Streets. Many parents indicated that they were reluctant to send children to John Innes.

The other issue related to the pool was whether to go with a 50 foot learner pool or a 25 metre deep end pool. It was decided that the 25 metre deep end pool would provide more flexibility in programming and if designed correctly, could accommodate both shallow swimming lanes appropriate for learning and the handicapped as well as a diving adjunct.

An Adult Social Lounge is included in the centre. This program is proposed as a meeting place for all adults in order to encourage integration among young and old; single and married.

Each room in the centre was reviewed on the basis of preliminary program needs, activities which may be conducted in the room and the equipment required. Appendix E contains the matrix which was utilized by the Sub-Committee. This form ensured that the work of the Sub-Committee was both comprehensive and consistent. A complete list of the rooms and activities is provided at the end of this section.

School age daycare was included in the centre at the request of the St. Lawrence Cooperative Daycare. They operate school age daycare in three portables on the Phase B school site. They indicate that 94 spaces or four rooms will be required for this program. They cannot offer any capital funding. The Committee is of the opinion the operating expenses should be borne by the St. Lawrence Co-operative Day Care Inc.

Programs for the spaces listed below would, of course, be scheduled so that as many spaces as possible could accommodate overlapping programs and activities, both day and evening. In the proposed centre/school building, the overriding neighbourhood concern is accessibility into the centre on evenings, weekends and school holidays to all community program spaces, as well as the shared gym and pool. Also of primary concern is ease of access and use of all community spaces for the disabled and elderly. These issues have been addressed by the Management Sub-Committee to some degree, however, many of the concerns can only be resolved in the next step.

1. Large general purpose room/gym with stage (shared with school) to accommodate large meetings, social events, dances and shows, as well as gymnastics

2. 25 metre pool (shared with school), with lift for disabled;

3. Reception area for centre office and SLNA space;

4. Multi-purpose room for classes and slide lectures, health courses, yoga, small meetings and receptions etc;

5. Fitness room for dancersize, fitness courses, etc.;

6. Two craft rooms, one for woodcraft, other with darkroom for photography classes, kiln for ceramics. Added uses: painting, weaving, leatherwork, etc.;

7. Music room for musical group rehearsals and practice;

8. Parenting centre a daytime program for parents with children under 5 years of staged, staffed by the Toronto Board of Education;

9. School Age Daycare centre for children;

10. Adult social lounge for relaxation, conversation, bridge, reading;

11. Teenage drop-in for ping-pong, pool, "rapping!; and

12. Kitchen large enough for cooking classes as well as catering and general use for refreshments.

3.5 The Management Sub-Committee

Activities of the Sub-Committee

This Sub-Committee was charged with investigating both management models and operating expenses. It was made up of neighbourhood residents and representatives from the Association of Community Centres (AOCC). The Toronto Association of Neighbourhood Services (TANS), and the Parks and Recreation Department of the City of Toronto (P and R).

Meetings were held every two weeks. In considering the management models available to the community, a three step approach was used:

(1) Staff representatives from centres using each of the three models made the Sub-Committee aware of how the respective models function;

(2) Interviews were arranged with representatives from various Boards of Management and Advisory Councils; and

(3) Visits to a variety of centres were arranged.

In addition, there were numerous interviews and conversations held with people involved in the field.

The purpose of this research was to become as familiar as possible with the various models, to hear about their strengths and weaknesses from both staff and management and to see several facilities so that the importance of physical layout, as it affects management, could be appreciated.

The Sub-Committee also identified community objectives with regard to management and these will be referred to in the following discussion of the various models.

Community Goals and Objectives

The Sub-Committee felt that it was important to keep in mind the overall goals and objectives of the community. The community members of the Sub-Committee stated these as follows:

1. To obtain for the St. Lawrence Neighbourhood a community centre, large enough to accommodate its needs to provide both recreational and other "social" programs; and

2. To obtain, as part of the community centre, a swimming pool of variable depth, suitable for use by adults and by the handicapped, not a constant depth, learners' pool which has been discussed.

Bearing in mind the primary importance of these overall goals, the Sub-Committee established the following objectives or priorities for itself. A management model should provide:

(i) a high degree of community control in program management;

(ii) clear operational distinction between Board of Education and community sections of the building; and

(iii) the management model should be workable.

The Management Models - Advantages and Disadvantages

The Management Sub-Committee did gather information about the history and operation of TANS centres. While there is much to be learned from these centres, with regard to operational philosophy, management and fund raising sources, the Sub-Committee decided not to pursue this model as a possible management strategy for the St. Lawrence Community Centre. TANS centres rely very heavily on United Way funding. It was felt that St. Lawrence would have eligibilty problems as a potential United Way agency, and that this funding was not as appropriate for St. Lawrence as for some other communities.

The attached comparision of the AOCC and Parks and Recreation management models was used to measure their effectiveness. For each desirable feature, either the AOCC or Parks and Recreation model was checked to indicate that this model, as presently structured, is more apt to provide that feature. This process is subjective, of course, based on the educated judgement of the community members of the Sub-Committee. All of the features discussed relate to one of two Sub-Committee priorities, or to both of them: (i) community control; and (iii) workability. Those that relate directly to priority (i) should be judged somewhat more important to the community.

COMPARISON OF PARKS AND RECREATION AND AOCC MANAGEMENT MODELS

Advantages or Desirable Features of a Model	Model Most Likely to Provide this Advantage	
	Parks and Recreation	AOCC
1. Community autonomy		X
2. Recreational programming and supervision which is both long-term and consistent in quality.	X	
3. Identification of social program needs and program delivery		X
4. Day to day programming funds from the City without community fund raising	X	
5. Most expertise in dealing with other City departments, Boards and other government agencies; knowledge of the City's budget process	X	
6. Centre programming with the least demand on the time of community people.	X	
7. Highest potential for further development of community skills		X
8. Political viability and stability (least subject to community politics)	X	
9. Community control with regard to staffing.		X

The following are comments on the numbered advantages or features listed on the preceding comparison of the two models, providing some rationale for the selections made between models.

1. The AOCC model provides more autonomy and flexibilty for the community, and maximum control over the use of funds. AOCC centres have a wide range of program possibilities; sources of funds can be diverse and creative, but they require the most work from the community in terms of Board involvement.

Sub-Committee discussions with the Director of Recreation indicated that there is now more flexibility between the department and community representatives than there has been in the past. We also understand that some Advisory Councils are becoming effective community voices with respect to programming in their centres.

2. The mandate of the Recreation Division is to provide recreational programming and this is what they do best, probably better than a community board could do until they developed considerable expertise. Since a large component of the programs at the St. Lawrence Community Centre will be recreational, the involvement of the department in some way would seem to be indicated.

A community board may lack the skills to hire and direct management and program personnel and they would be faced with competing with government wages for recreation personnel.

3. Community people are closer to the dynamics of the community and more likely to be able to recognize developing needs; it may be easier for them to discover what kinds of programs will meet the needs. Strong community input will ensure that these program areas are not neglected.

We are told that Parks and Recreation staff are now moving into some community service programming, although their emphasis remains recreational.

4. The city provides "core" funding to cover administration of AOCC centres. Program funds must be raised by the centre from other sources. This can be time consuming. User fees are sometimes necessary and there is often a membership fee. A complete budget for a Parks and Recreation centre (administration and programming) is included in the

overall department budget. Normally, there are no user fees for programs.

5. Knowledge of City processes and the ability to get things done in dealing with other departments, are very important for the smooth operation of a centre. Management Board staff without City Hall contacts and expertise would be at a disadvantage for a time in dealing with maintenance, structural or budget issues.

6. It takes a lot of time to organize a new centre. It has not always been understood by volunteer Board members that the required time commitment for the first couple of years would be significantly above average for community participation.

7. An opportunity exists in any community organization to develop organizational and managment skills in the community. AOCC centres have provided valuable training to community members in the conduct of meetings and the committee system, and problem solving. This training develops community skills and cohesiveness.

8. AOCC Centres are subject to community politics. This may be especially true in communities where there is some lack of organizational skill and experience. In any case, events at some AOCC centres in the past few years have reduced political confidence in this management model and made the future of AOCC centres uncertain.

9. The AOCC model enables the Board to hire and fire staff, to prepare performance reviews and to control other staff situations. The community, therefore, has direct input into those matters.

In the Parks and Recreation model, there are still areas where community input cannot be accepted. For example, because of Union agreements, the community can have no input into the hiring of staff in a Parks and Recreation centre.

Comments on the Shared Use of Facilities

The City of Toronto and the Toronto Board of Education have been developing and sharing school/community space for a number of years. There are substantial fiscal advantages in sharing building facilities. The city's Parks and Recreation department and Board personnel have a long standing working relationship. When it becomes

likely that a proposed facility will be a shared use facility, an emphasis is placed on feature No. 5 (expertise in dealing with other Boards) in the comparison of management models. Understandable though this preference for established working relationships is, it makes change in practices or policies difficult for a community to effect. As clients of these shared use "partnerships", Toronto communities have sometimes experienced considerable frustration. Several of these difficulties were of sufficient concern to this Sub-Committee to include in this report, in the hope that the necessary discussion can take place at an early date to avoid these problems in the St. Lawrence Centre.

One problem relates to the payment of high overtime rates to Board caretakers during many of the hours when the community might need to use shared space. A 10:00 o'clock closing time has also been imposed, seriously disrupting community meetings at crucial points, or making certain programs impossible. This concern is reflected in priority (ii): clear operational distinction between Board of Education and community sections of the building. Early indications are that much of the community space in the St. Lawrence Centre will be separable from school space; hopefully some of these problems can, therefore, be avoided. However, community use of shared space will be limited and programming adversely affected, both in convenience and cost, unless these caretaking arrangements can be changed.

The other major problem relates to the operation of swimming pools shared with the Board of Education. At least two communities have experienced serious problems with the temperature of their pools. In one case the pool was so cold that it was noticeably underused, even by the children. St. Lawrence has a large population of handicapped people who cannot swim in water below a certain temperature. There may be a range of temperature within which Board pools must be kept for the use of students. There must also be a temperature range suitable for handicapped people. We suggest that these temperature ranges be determined and a system installed in the St. Lawrence pool, so that the pool will be enjoyable for the children and truly accessible for the handicapped.

In general, we would like to achieve a spirit of cooperation among all the parties involved in the operation of the St. Lawrence Community Centre that would solve problems of this kind in one or two meetings.

The Choice of a Model

A simple count of checkmarks on the checklist favours the Parks and Recreation model over the AOCC model, five to four. However, considering the importance of the Sub-Committee's number one priority (community control) to which all of the features checked for AOCC centres relate, the assignment of a weighting system might still show AOCC to be the preferred model.

The St. Lawrence Neighbourhood is blessed with many people who are experienced organizers and administrators and it already has a history of self-determination which has contributed greatly to its success as a community. The community representatives on the subcommittee found it difficult to abandon any amount of community autonomy because they are aware of the strength of community feeling around this issue. At the same time, they do not want to minimize the amount of real work that would be required to organize and operate a centre of the size required.

Arguments in favour of the Parks and Recreation model include the suggestion that community energies should be concentrated on the identification of social needs and the drawing together of various agencies to provide for these needs, as well as to continue the building of a community focal point involving people of all ethnic backgrounds. It will take considerable work on the part of the community to ensure that the immigrant adult, the person in a wheelchair, and the physically able, young or old, will feel equally welcome and well served at the centre.

The Sub-Committee investigated the possibility of a centre operated partially by Parks and Recreation (the recreation component) and partially by the community. They were discouraged from pursuing this possibility. Experience seems to indicate that facilities run with this kind of mixed model are difficult to manage.

A mix of recreational and social programming apparently makes the budgeting process more difficult. The running of a centre with a dual or tripartite management can also lead to varying standards being applied to personnel, and difficulties in supervision and overall control. This option then, may not meet the Sub-Committee's third priority of workability.

As noted in the commentary on feature No. 8, (political viability and stability) some AOCC centres have suffered such difficult and public growing pains that the

political climate for the organization of new AOCC centres appears to be poor. With some regret, but bearing in mind overall community goals, this Sub-Committee must conclude that we need a community centre more than we need exclusive control of it, and must opt for a more saleable management option: the Parks and Recreation model. The community members of this Sub-Committee will feel that their efforts have been worthwhile if the eventual management of the centre can be structured to include the best features of the AOCC model, including:

- good community representation on the Board/Council;
- specific training for community members in organizational and management skills; and
- direct involvement by community representatives in program decision making including the development of some "non-recreational" programs and fund raising.

4. Conclusions:

With this work plan as a guide, the Committee made the following conclusions:

a) Shared Facility:

Following discussions with the Toronto Board of Education, the Committee concluded that the Community Centre should be a shared use facility with the school proposed by the Toronto Board of Education. A shared use facility provides a cost savings not only during construction, but also from an on-going operations and maintenance standpoint. In addition, the Committee concurred about the availability of land for open space purposes in the St. Lawrence area and recognized that sharing a site would ultimately conserve land. A shared use facility was not agreed upon without the recognition that some problems will require further investigation in the next stage of the process. The two main operational concerns were: identity, having a separate entrance and distinguishable building features which would mark the presence of a community centre; hours of operation, being able to utilize the shared facilities beyond School Board hours without incurring overtime expenses.

One of the reasons cited in the initial request to your Committee by the St. Lawrence Neighbourhood Association to examine the possibility of constructing a new facility was the unknown construction date of the new school because of low enrolment projections. Since then the

enrolment figures and projections have changed substantially and the Toronto Board of Education is proposing to include in the budget for 1985, costs for the construction of a new school. Pending Ministerial approval anticipated in the spring, the new school can commence construction by the spring of 1986.

b) The Site:

The Committee began by examining five sites but, for reasons of timing, size or cost, eliminated all but two; the original Phase B School Site between Berkeley and Parliament and the Biltrite Site (see Map 1). The Biltrite Site had previously not been considered but during the Committee's work it became apparent that the City may receive title to the property. As a result, the Committee decided to include this site as it is immediately adjacent to the St. Lawrence Neighbourhood.

Plans, prepared by the Toronto Board of Education and reviewed by the Committee, indicate that either of these two sites will accommodate a combined school/community centre. While the Biltrite Site was preferred because it is more central to the community, the Committee has agreed with the Toronto Board of Education to go with the Phase B School Site which exists as an unencumbered option with one proviso: Both the Committee and the Toronto School Board staff of the St. Lawrence Phase B Community School Task Force wish to pursue the possibility of switching to the Biltrite Site should the site become available, prior to construction, and the switch can be made without incurring any additional costs. In the event that the Biltrite site is pursued further, the Commissioner of Housing, in consultation with the Commissioner of Parks and Recreation and the Commissioner of Planning and Development will report on the matter.

c) Management:

The Committee, after extensively researching and reviewing the various management models, agreed that the community centre, as proposed, would be best managed by the Department of Parks and Recreation under two conditions: one, that the management of the centre include a Citizen's Advisory Council; and two, that a committee be struck to review and make recommendations regarding the centre's performance and suitability of the management model after two years of operation.

d) Capital Cost:

The capital cost of the City sponsored portion of the community facilities is estimated by the Toronto Board of Education to be $2,991,957. The following break down of the total cost has been provided by the Toronto Board of Education based on preliminary designs:

Description	Total Cost	City's Cost
General Purpose Room	553,418	50 %
25 Metre Pool	1,292,713	100%
Community Facilities	806,062	100%
Day Care	242,760	100%
Special Soil Conditions	97,004	pro-rated

The Committee has requested, through the staff representatives, that the Commissioners of Parks and Recreation, Planning and Development and Housing prepare a joint report itemizing the funding details of the capital costs, as well as the operational costs for the first three years of operation. This report will be submitted simultaneously with the Committee's report.

Recommendations:

1. That Council approve, in principle, the construction of a community centre in the St. Lawrence Neighbourhood as set out in this report and the accompanying report by the Commissioners of Parks and Recreation, Housing and Planning and Development.

2. Subject to the corresponding approval of the Toronto Board of Education, that the Commissioner of Parks and Recreation, in consultation with the Commissioner of Housing and the St. Lawrence Community Centre Committee, be authorized to commence detailed design drawings.

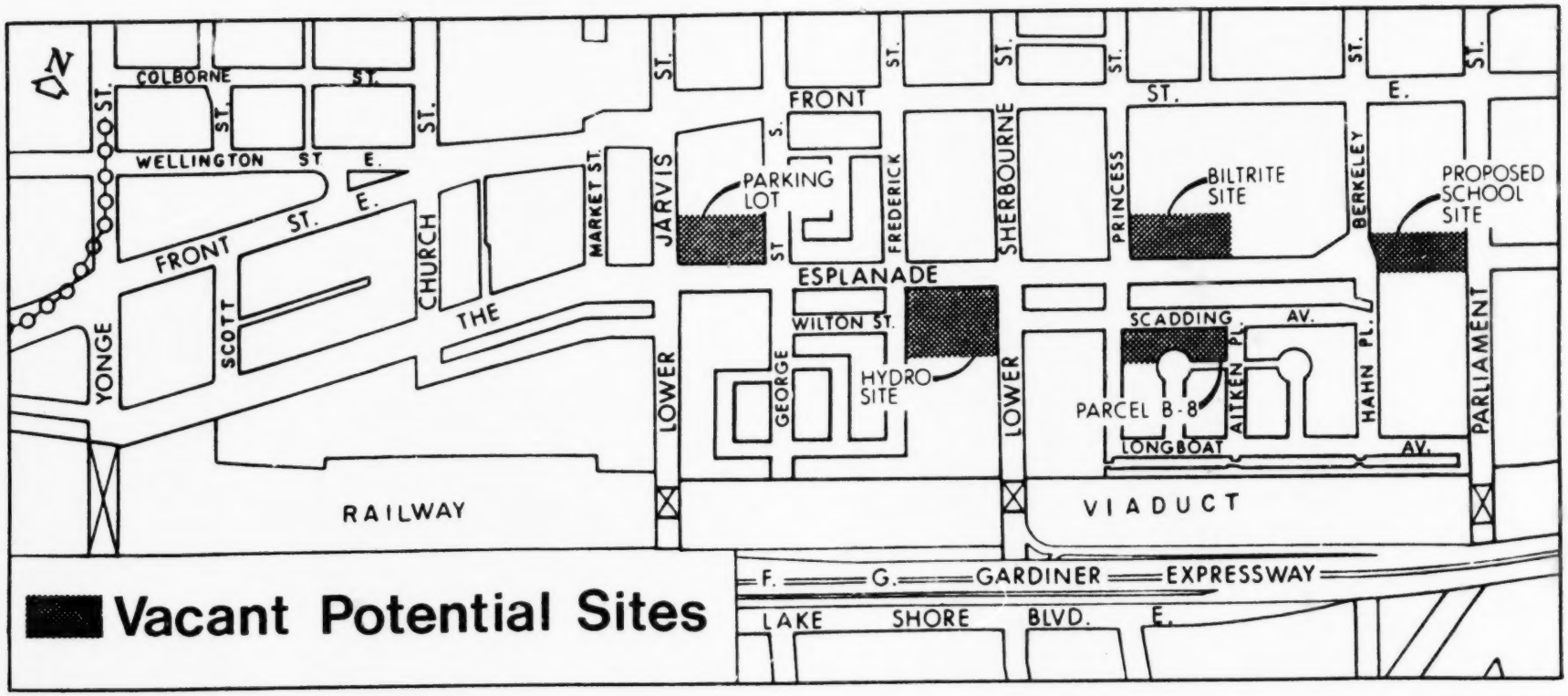
3. That the Commissioner of Parks and Recreaiton, at the time of reporting on the terms and conditions of a shared-used agreement, on the community consultation process regarding the development of the design.

4. Subject to Recommendation 7, the Community Centre be managed by the Parks and Recreation Department with a Citizens Advisory Councii.

5. That the Commissioner of Parks and Recreation, in consultation with the St. Lawrence Community Centre Committee, report to Council on the makeup of the Citizens Advisory Council.

6. That, subject to Recommendation 5, the Commissioner of Parks and Recreation and the Citizens Advisory Council be authorized to enter into discussions with the Toronto Board of Education and to make recommendations regarding the maintenance and operation of the community and shared facilities.

7. That after the centre has been operating for two years, a committee be struck to review and make recommendations regarding the centre's performance and the performance and suitability of the management structure.



St. Lawrence Community Centre Committee

MAP 1

POTENTIAL LOCATIONS FOR THE COMMUNITY CENTRE

APPENDIX A

Recommendations

1. That the City Council adopt the findings of the Implementation Task Force;

2. That a committee be established to prepare specific plans in regard to activities, structure and cost of the St. Lawrence Community Centre;

3. That this committee be named the St. Lawrence Community Centre Committee;

4. That the St. Lawrence Community Centre Committee report directly to the Neighbourhoods Committee of Council;

5. That the membership of the St. Lawrence Community Centre Committee consist of represenatives of:

   a. City Council - one each from Wards Six and Seven;

   b. Association of Community Centres (1);

   c. City Departments of Planning and Development, Parks and Recreation, and Housing; (one representative from each Department); and

   d. St. Lawrence Neighbourhood Association (3);

6. That the St. Lawrence Community Centre Committee be staffed by personnel seconded either from a City Department or a community agency;

7. That the St. Lawrence Community Centre Committee be advised by the Commissioner of Property to all City acquisitions of property in the St. Lawrence area;

8. That the St. Lawrence Community Centre Committee be informed of the disposition of any City property in the St. Lawrence area prior to its sale and report on the implications of the sale on siting of community facilities for the neighbourhood;

9. That the St. Lawrence Community Centre Committee, within six weeks of its formation, provide Council with its work plan and the nature of its relationship with the St. Lawrence Phase B Community School Reference Group; and

10. That the St. Lawrence Community Centre Committee make its final report to Council no later than six months after the date of its formation.

APPENDIX B

Membership of the St. Lawrence Community Centre Committee:

City Council:	Alderman Layton Alderman Martin Alderman Campbell Alderman Reville
Association of Community Centres:	Thom Burger
City Departments:	
Planning and Development -	Joe D'Abramo
Parks and Recreation -	Pat O'Connell Ken Duncliffe
Housing -	Wilfred Worland
St. Lawrence Neighbourhood Association:	Gary Levine Edith Beveridge Bill Ferguson Joanne Vis
St. Lawrence Co-operative Day Care Inc:	Brian Bee

Meeting Dates:

April 2	July 9
April 16	July 23
April 30	July 30
May 14	August 13
May 28	August 21
June 11	September 6
June 25	September 10

APPENDIX C

633/04106
C&N/East
May 10, 1984

To: Neighbourhoods Committee

Subject: St. Lawrence Community Centre Committee: Report on a Work Plan

Origin: City Council, February 20, 1984. (c71nhc84044:126)

Comments:

1. Background

On February 9, 1984, your Committee had before it a report from the Implementation Task Force on Neighbourhood Social and Recreational Services. Your Committee recommended to Council the adoption of the recommendations contained in that report. Recommendation No. 2 created the St. Lawrence Community Centre Committee and Recommendation No. 9 requested that the Committee "provide Council with its work plan and nature of its relationship with the St. Lawrence Phase B Community School Reference Group". The remainder of this report addresses this recommendation.

2. The Work Plan

The St. Lawrence Community Centre Committee met initially on March 13, 1984 and will continue to meet twice monthly until September when it is expected to have the final report before the Neighbourhoods Committee. The Committee has divided itself into sub-committees or working committees. These sub-committees, each assigned a specific issue related to the development of the centre, will report back to the Committee as a whole. The Committee is responsible for preparing the final report, organizing public participation and seeking professional advice.

a) Public Participation

A public meeting was held in the community on April 17, 1984. At this meeting the concept of sub-committees or working groups was announced and residents were encouraged to join and participate. There will be another community wide public meeting in September.

In addition to public meetings, two members of the Committee will be attending the general members meetings of all Co-operatives in St. Lawrence, as well as, meetings of Tenant Associations and Residents Associations. At each meeting the purpose of the Committee will be discussed and the opportunity to participate will be described.

The Committee also intends to circulate periodically a flyer describing the work of the Committee with names and phone numbers of individuals who may be contacted for further information. And finally, the Committee will inform the local newspapers of its work in the community.

b) The Sub-Committees

(i) Site Selection

There is no specific site allocated in the St. Lawrence area for a community centre. The sub-committee will be examining a number of potential sites and will evaluate them on the basis of selected criteria.

(ii) School Liaison

The St. Lawrence Phase B Community School Reference Group continues to meet as new information on enrolment becomes available. Members of the St. Lawrence Community Centre Committee sit on the School Reference Group. These people will provide the necessary liaison between the Committee and the Group.

(iii) Building and Facilities

This group will examine the design issues and constraints involved with the physical plant. They will be receiving professional input from the Director of Architecture of the City Property Department. Emphasis on the overall capital cost will be stressed.

(iv) Programming

The programming of the space is directly affected by the eventual design, therefore, this sub-committee will work together with the Building sub-committee. Many residents have shown special interest in this working group.

(v) Management

This group will examine the eventual form of management structure and the annual maintenance costs.

Recommendation:

1. That this report be received.

Signed:

Commissioner of Planning and Development Department; and

Commissioner of Parks and Recreation

APPENDIX D

Room/Area	Net Area (sq. ft.) School	Community Centre	Shared Use
Academic storage	500		
Athletic storage			400
A/V Technician	300		
Classroom	Vary		
Craft room		800	
Cafeteria	800		
Community office		500 (1)	
Pool control room			-
Community storage	100		
Caretaker area	-		
Wood craft room		700	
Day care		3400 (2)	
Dressing rooms			-
Electrical room			-
Fitness room		850	
Pool filter room			-
Guidance	600		
General office	1225		
General purpose room			4800 (3)
Health services	350		
Instructor room			-
Junior Kindergarten	1000		
Kitchen		300	
Library	2240		
Mechanical room			-
Multi purpose room		1500	
Music room		800	
Outside caretaker storage	200		
Outside athletic storage			100
Swimming pool (25 metre)			-
Pool storage			-
Stage			-
Senior kindergarten	1200		
Adult social lounge		1200	
Staff room	800		
Staff work room	400		
Teen drop-in centre		1200	
Tutorial room	400		
Washrooms	-	-	-

Preliminary Room Designation	(Generic) Room Type	Room Plan Dimensions	Special Height (over 10')	Built-In Equipment	Programs and Activities	Special Notes
1	multipurpose room/gym	suitable for basketball/ volleyball	as required for various sports ie. basketball volleyball, badminton	stage room divider storage for chairs, sports equipment	various sports community meetings, theatre, fitness	perhaps dimming lights to add atmosphere seat 500 people close to kitchen
2	change rooms off gym			lockers, drinking fountain, coat hooks, outlets, mirrors		must be accessible to disabled
3	pool 25 metre and wading pool			pool lift	nursery classes lessons full aquatic programme aquabics	shower chair for disabled
4	kitchen	work area for 13 people		demonstration stove (with mirror) large counter with sinks large amount of cupboard space - lockable natural light	cooking classes catering/food preparation	near multi-purpose room - centrally located near day care work area for 13 people well ventilated
5	craft room			sinks, kiln, stools, tablespace large amount of storage space photography lighting (dark room)	photography, weaving, painting sketching childrens crafts	well ventilated

Preliminary Room Designation	(Generic) Room Type	Room Plan Dimensions	Special Height (over 10')	Built-In Equipment	Programs and Activities	Special Notes
6	reception area	large amount of info sharing space		carpeting - durable indoor/outdoor -receptionist area with telephone -notice board -information table/racks -small amount of seating area		cloak room or area where coats & books can be kept -should be visible from receptionist area for security purposes -close to staff offices
7	music room			lockable storage area	music practice bands, choral groups	sound proofing acoustic wall finish located away from quieter activities
8	greenhouse		solar collection capabilities	shelving 4 ft. off ground		this is questionable space -not sure it is necessary shed roof, tile floor, water access, drainages, southerly exposure
9	multi-purpose room (clean craft room)			portable furniture i.e. table/chairs sewing machines carpeted	sewing, macrame leathercraft meetings yoga	

Preliminary Room Designation	(Generic) Room Type	Room Plan Dimensions	Special Height (over 10')	Built-In Equipment	Programs and Activities	Special Notes
10	adult lounge			tables/chairs	unstructured use quiet activities	centrally located close to kitchen not too close to children's play area reading lamps, and end tables good ventilation
11	teen lounge		no obstructions i.e. recessed lighting instead of hanging lights		table games billiards table soccer ping pong	durable floors, walls, ceiling located away from quiet areas probably noisiest room in building